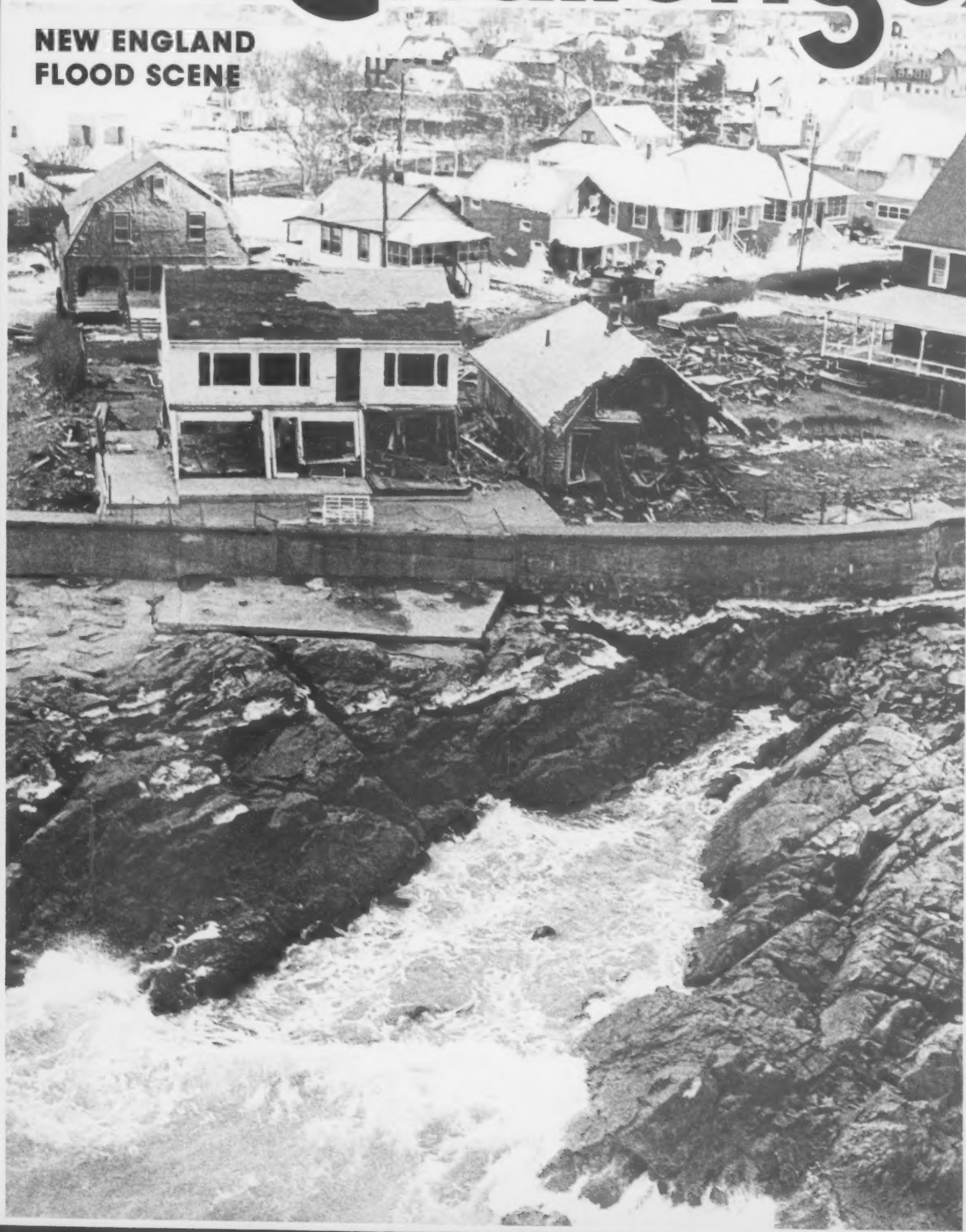
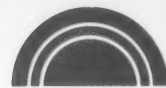


# hudChallenge

May 1978 / \$1.40

**NEW ENGLAND  
FLOOD SCENE**





## looking ahead

### 'Granny Flats'

Plans have been approved by Rockville, Maryland, city officials for an innovative housing project called "Granny Flats," which would piggyback a handful of homes for senior citizens onto their children's property. Under the pilot project, the city would lease five prefabricated, one-bedroom houses to persons over 60 years old with children living in Rockville; the houses would then be erected in the yards of the children's homes. Each house would come fully equipped with everything a house should have except a washer and dryer, and would be a modular construction so that it could be put up easily and then taken down when the people die or move to a different location. Rent for the homes would not exceed 25 percent of the elderly resident's income. Special zoning exemptions would have to be granted for the miniature houses to permit two dwelling units in a single-family zone. Rockville Mayor William E. Hanna thinks Granny Flats could provide a happy alternative to the traditional segregation of the elderly into nursing homes and retirement apartment houses. The name and concept for Granny Flats originated in Australia, where this type of project has been successful for the past 3 years with more than 300 prefab homes already leased. This is the first such project of its kind in the United States.

### Financial Capacity Building Program

In addition to facing the soaring costs of municipal services, city fathers must also cope with pollution, traffic congestion, a declining tax base, and decayed housing, to name a few. In early March, HUD's Office of Policy Development and Research led a workshop to explore the question of how best to deal with the financial management problems of local government and a new HUD-sponsored program was initiated—Financial Capacity Building. Representatives from more than a dozen organizations concerned with local financial management attended the workshop. Their goal was to find ways to help State and local governments increase their capacity to manage finances. Next will be a National Financial Management Workshop to be held in Washington in June to examine the problems raised and the needs expressed in various local workshops. Additional meetings are planned. Participants will be calling together their local constituencies, including elected officials, members of the investment community, city managers, and interested citizens, so that unique local needs can be outlined and individual solutions developed. HUD Assistant Secretary for Policy Development and Research Donna Shalala, who conceived the program, noted that: "HUD is not going to impose solutions, but will help localities find their own answers. But first they need to know how other communities have done it. That's primarily what my office will assist in: gathering accurate information and providing ways to share it."

### Downpayments Up in 1977

Chicago Title Insurance Company's Second Annual Survey of Home Buyers reveals that people buying homes today seem little concerned with the skyrocketing costs of houses, and are even increasing their downpayments for more expensive houses. According to the survey, the average downpayment percentage rose to 28.1 percent in 1977 from 25.2 percent a year earlier. Although the survey notes that 17 out of 20 home buyers are married, and that in half of these cases the women are employed, it did not indicate the average income of the home buyers. However, the report shows that the average monthly mortgage payment rose to \$335, up \$32 a month from 1976. The survey was conducted by Market Facts Inc., of Chicago, and included a random sampling of recent home buyers and more than 300 telephone interviews last October. Eight geographic areas were selected for the survey as a cross section of the country.

### Energy Exposition

The first annual national energy exposition has been scheduled for October 5-9, 1978, at the Armory Complex in Washington, D.C. The expo, billed as "a visual panorama on energy and the future," is expected to include exhibits by both large and small manufacturers, distributors and retailers of energy-related products, as well as inventors and promoters of new concepts or products. Public utilities, major corporations, and the Federal Government have been invited to introduce and explain new theories, techniques, products, projects, and programs aimed at solving the energy needs of the future. More details can be obtained from the National Society for Energy Awareness, 1010 16th St., N.W., No. 700, Washington, D.C. 20036.

### Office of Policy Development Recommended

David O. Meeker, executive vice president of the American Institute of Architects, feels that the traditional Federal response to urban and rural problems is to pass out special purpose funds to satisfy constituent groups. He notes that this has resulted in Federal actions which are piecemeal, uncoordinated, and generally ineffective. Meeker recommends that an "Office of National Development Policy" be established to better coordinate Federal programs. Purpose of the office would be to develop consistent urban policy targets and goals balanced with economic, environmental, and social objectives. He believes that if the Federal Government cannot manage its affairs to the level it demands of virtually every citizen, then the support of the American people could be seriously jeopardized. The establishment of an Office of National Development Policy could offer a new beginning. These views were expressed at the White House Conference on Balanced Growth and Economic Development. Meeker is a former HUD Assistant Secretary for Community Planning and Development.

# hudChallenge

U.S. Department of Housing and Urban Development Patricia Roberts Harris, Secretary

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**Page 2:** Flooding, tidal surges and winds that hit the New England area in early February rendered the States of Massachusetts, Maine and New Hampshire eligible for immediate relief through Federal Emergency Relief efforts. Relief efforts are expected to be completed by early May. These include the processing of approximately 5000 applications for HUD assistance.



**Page 16:** Butte County, Calif., administrators believe this rural community's use of Community Development Block Grant funds offers a prototype for other rural areas with concentrations of substandard housing, inadequate neighborhood facilities, unemployment and underutilized land.



**Page 20:** Nashville's (Tenn.) Metropolitan Development and Housing Authority points to its five-year old tenant organizations as the force behind operating policies of the agency that have benefitted both tenants and management.

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Cover photo by David Valdez

# When Disaster Struck New England

by Andrew A. Gasparich, Jr.

Early on February 4, 1978, the people of New England were going about their daily chores as usual, unaware that approximately 1500 miles away a weak low was developing over the North Central States.

What does a weather formation so

far away have to do with New Englanders? Nothing, at the moment of formation... but it had everything to do with New Englanders just two days later.

The low moved slowly in an east southeasterly direction, passing over Maryland, and finally off the coast. Once over the Atlantic Ocean, the low "exploded" and changed its direction. Now it was moving in a North northeasterly direction, still at a leisurely pace, until on February 6 it reached Cape Cod and slowed its forward movement even more.

As the storm moved northward, it

was preceded by a light snowfall which covered the ground with a white mantle, giving the New England countryside a picturesque look, resembling a Currier and Ives print.

Unfortunately, it did not remain a light snowfall. When the full body of the storm moved into New England, the snowfall became heavier, dropping at the rate of 2 to 3 inches an hour. The northeast winds began to blow harder—sustained speeds were clocked at between 60 and 70 miles per hour with gusts between 80 and 90 miles per hour. The National Weather Service Radar station in Chatham, Mass., recorded gusts as high as 92 miles per hour. Of course, the sea also was affected by the storm. Tides rose 3-6 feet above normal along the Massachusetts coastline. The turbulent sea cascaded over seawalls and sand dunes, inundating entire communities, such as Hull and Revere.

The profile of sand dunes along the coast was radically changed. It has been estimated that what it took the storm just hours to do would have taken the natural action of the sea perhaps 50 years to accomplish.

In many sections, streets were buried beneath seven feet of water. Thousands had to be evacuated by boat to shelters situated on higher ground. Schools, churches and other buildings were used to provide emergency shelter for the families forced from their homes. Because of the massive number of people involved, the entire rescue took more than 12 hours. While they waited to be rescued, families who were fortunate enough to live in homes with more than one level, gathered together on an upper floor. Others, not so fortunate, waited on their roofs or on top of piles of furniture until rescue boats could take them to safety.

It readily became quite evident that New England was being hit by a full blown blizzard, one of the worst in its history.

Before the storm moved away, some 28 hours later, there were 30 inches of snow on the ground with some areas reporting as much as 40



Photos by David Valdez





inches. Drifts as high as 8 feet were normal.

Massachusetts took the full brunt of the storm, with damage to public and private property estimated at about \$35 million. This figure does not take into account the loss of wages, lost business, cost of snow and debris removal and personal injuries. Other parts of New England suffered lesser but equally devastating damage, especially Maine and New Hampshire.

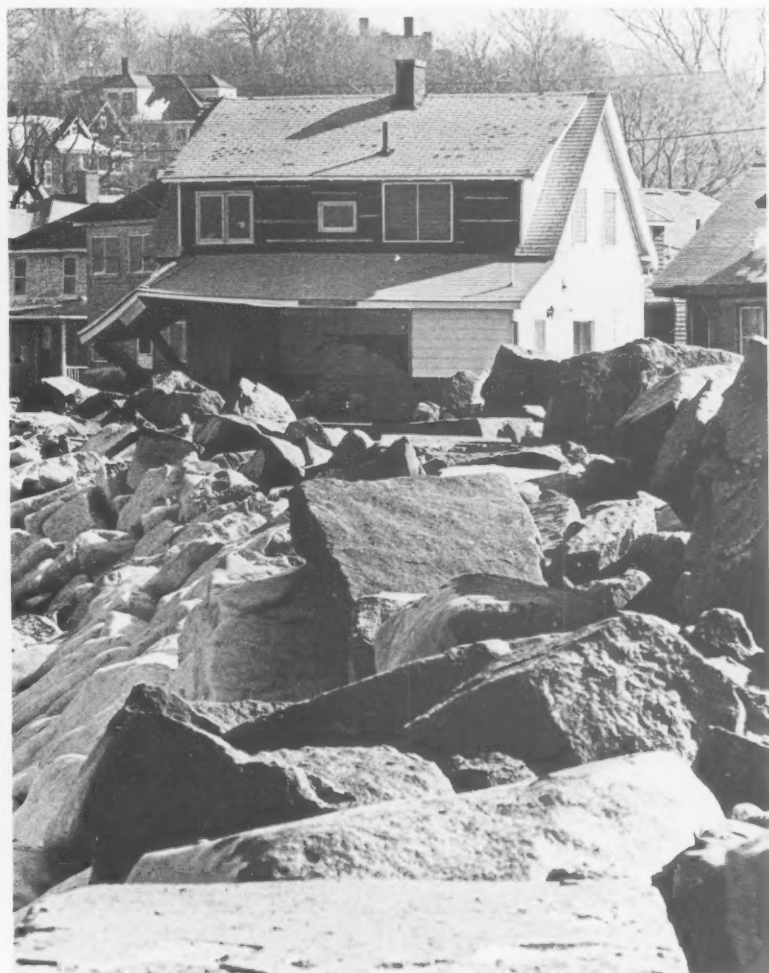
Although the economic loss was great, it does not compare with the loss of lives to the storm. At least forty-three persons died. The body of

the latest victim—a young boy—was found nearly 2 weeks after the storm, buried in a snow drift just a few feet from his home.

When the storm passed, a state of emergency was declared for most of New England, but it soon became apparent that the States could not cope with the devastation and request was made for Federal assistance.

#### Federal Emergency Declared

President Carter responded immediately by declaring Federal emergencies for the New England States. This declaration meant that the



1, 2, & 3. Hull, Mass., situated on the Bay, was hard hit by the storm. 4. Residents salvage personal belongings in Hull. 5. Rubble of sea wall that broke in Scituate, Mass., during the storm.



Federal Government would cover 75 percent of the cost of snow removal. The emergency declaration also made it possible to bring Federal troops into the area. Members of the First Army were airlifted from Fort Bragg, North Carolina, along with heavy equipment for the gigantic snow removal job.

However, it became obvious that more Federal assistance was required. At the request of Governor Michael S. Dukakis, on February 10, President Carter declared a portion of

Massachusetts as a Major Disaster Area. Included were the counties of Suffolk, Plymouth, Essex, Norfolk, Bristol, Barnstable, Nantucket and Dukes. The declaration made Federal aid available for damage caused by flooding, tidal surges and wind. Four days later, on February 14, President Carter approved a request from Governor Dukakis that Federal disaster assistance for the 8 counties be expanded to include reimbursement for snow and ice damage.

On the same day that the President declared portions of Massachusetts a major disaster area, HUD was given its mission assignment to provide disaster assistance to the thousands of families forced from their homes.

Within 6 days, more than 200 HUD disaster specialists from all parts of the country had gathered in Boston and the HUD Disaster Field Office was in full operation.

Immediately, 14 Disaster Assistance Centers were established throughout the disaster area to begin processing the thousands of applications for HUD's temporary housing assistance, including minimal repairs.

As of the publication date of this article, the bulk of applications for HUD assistance had been processed and work was well underway to return the disaster-affected families to a more normal existence.

It is estimated that approximately 5000 applications for HUD assistance will have been found eligible for assistance, with some 2600 cases requiring minimal repairs and the remainder requiring rental resources.

The goal was to have the majority of eligible applicants housed by early April and the entire project completed by May 6.

This goal is expected to be reached because of the dedicated workers in HUD's disaster assistance team. Without their tremendous efforts and long hours of work, this goal could not have been achieved. □

*Mr. Gasparich is Disaster Communication Officer of the HUD Disaster Field Office in Boston.*



1. Residents seek relief in Disaster Assistance Center in Revere, Mass. 2. Damage assessors review data at the HUD Regional Office in Boston. 3. Red Cross volunteers do clean-up work in Hull.

# Avoiding the Damage...

by Deborah Steiner

Expansive soil, seismic shaking, corrosion, fault ruptures, soil creep, river bank overflow, alkali heave, windstorms, frost, drought—a list of the ten Biblical plagues? Worse. These are only a few of the more than 60 natural hazards or their variations which result in costly damage to buildings throughout the United States.

Most Americans are aware of catastrophic sudden natural disasters, due to hurricanes, tornados, and earthquakes, which receive first priority from the press and government emergency funds. Few people, however, are aware of the common causes of much damage to their homes and property against which there is often little or no insurance protection. In addition, the basic hazards of windstorms, flooding, water overflow, landslides, soil creep, etc., are often aggravated by man, resulting in other damage-causing hazards.

In 1972, the estimated annual loss incurred by these natural hazards was more than \$21 billion. The four most costly hazards: expansive soil movements (shrink-swell), settlement or subsidence, forest fire, and snow-fall are uninsurable. These alone caused an estimated damage of \$10 billion.

## Avoiding Related Problems

The average homeowner is usually unaware of hazards which may plague his home, and often aggravates them by his ignorance. Most potential problems resulting from natural hazards can be avoided if the prospective builder is aware of indicators which often identify possible problems and if he takes preventive action to forestall damage.

For example, to avoid possible flooding, one would avoid a low area near a visible river, creek or other waterway crossing, as well as low lands adjacent to shorelines. Damages



resulting from ground water may be anticipated if an area has any of the following characteristics: water standing on ground surface, multicolored soils present in cuts or excavations, cat tails growing, grasses thicker than those on higher ground, disproportionately large tree trunks near ground level, springs or seeps at the foot of a hill or heavy growths of willows, poplars, spruces or other water-living vegetation.

## Choosing a Safe Location

In looking for a location free from problems of soil settlements, one would look for an area without tell-tale stains on old foundations which suggest that the ground line was originally higher. Other hints of soil settling are manholes or other once deeply-founded construction which has begun to protrude above roadway pavements, walks, or ground surface; concrete curbs, walks and driveways which are extensively cracked; cracked concrete block walls of nearby light buildings; vibrations which are felt as heavy vehicles drive over natural ground are also indications that the ground is not solid and may suffer from settling or other movements.

Of the natural hazards, expansive soils are the most common cause of building damage in the U.S. Found in almost every State and covering a total of one-fourth of the U.S., expansive soils have many recognizable traits which should be used as visible problem indicators. When dry, expansive soils are hard and strong, like

rock, and the ground often has deep visible cracks. When wet, the soil softens and swells, sometimes to several times its dry volume, becoming soft, sticky, slippery and weak—like toothpaste. The wet soil is hard to walk through; it “balls up” on shoes, often building up to a thickness of several inches. Damp expansive soils are easily molded by hand into balls, which become rocklike when dry. Expansive plastic clay soils shrink on drying and swell when wetted, often badly cracking structures built on them.

Expansive soil damage is most common in arid and semiarid areas, yet also occurs in many wet and humid areas. Severe structural damage to homes may stem from expansive soil heaving triggered by water from a leaking sewer, poor site drainage, roof drainage near the home, or excessive irrigation. Damage may range from sticking doors and small interior finish cracks to totally destroyed homes. More than 250,000 new homes are built on expansive soils each year; of these, 60 percent will experience only minor damage; 10 percent will experience significant damage—some beyond repair.

These hazards often are identified only after damage has occurred, which is usually too late to avoid significant repair expense. Repair work intended to minimize or prevent further losses can aggravate the original problem if the wrong corrective action is taken. Recognizing problem signs and taking proper preventive building measures are the best means of avoiding damage from these hazards. Professional assistance may be obtained from civil engineers, geotechnical engineers, or others specializing in the problem area. □

*Ms. Steiner is a Federal Junior Fellow in the Publications and Information Division of the Office of Administrative Services, HUD Headquarters. In preparing this story, she collaborated with Earl Jones, Chief of the Field Services Branch, Office of Technical Support, HUD Office of Assisted Housing.*

# Arcological City Now Under Construction

by M. Susan Hughes

*This past fall I had the opportunity to spend seven weeks at Arcosanti and would like now to share my experience with you.*

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**"Arcology... fuses the terms architecture and ecology to produce an architectural concept and structure which reflect both the need for the preservation of the natural environment and the need for the stimulus provided by human interactions."**

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Seventy miles north of Phoenix, Arizona, a radically different new city is now under construction. This 25-story, three-dimensional city called "Arcosanti" is being built as an experiment to test the tenets of the philosophical and architectural system known as "Arcology." Arcology, the brain child of Italian born Architect Paolo Soleri, fuses the terms architecture and ecology to produce an architectural concept and structure which reflect both the need for the preservation of the natural environment and the need for the stimulus provided by human interactions. Soleri's design concentrates human activity in one huge vertical container thereby freeing the landscape for farming and recreational uses and providing the community with a lively environment through density and the close proximity of life functions. Arcosanti is but one of the

many diverse Arcologies designed by Soleri. Its primary importance is that it is the first Arcological city under construction.

The construction of Arcosanti is an experiment. It is a testing ground for Arcological concepts, and a laboratory where social and physical needs are explored. Arcosanti will be built only if a significant portion of society continues to recognize the need for the values which Arcosanti represents and believe that they are responsible for the creation of their own future. If Arcosanti is constructed then perhaps other Arcological cities designed by Soleri can be built.

## Paolo Soleri

Paolo Soleri was born and educated in Torino, Italy. He received his degree as Doctor of Architecture from the Polytechnic Institute of

Arcosanti construction site—seventy miles north of Phoenix





Torino. In 1947, Soleri came to the United States to work for one and a half years at the Frank Lloyd Wright Fellowship at Taliesin West near Phoenix, Arizona. After his studies with Wright, Soleri lived in the Arizona desert, north of Phoenix, for about one year. During this time he worked on his designs and developed a reverence for the Arizona landscape. In 1950 he was commissioned to design and build a ceramics factory in Italy. Upon his return to this country Soleri built "Cosanti," a craft community near Scottsdale, Arizona. This community produces the ceramic and bronze wind bells which give partial financial support to Soleri's Arcological work. He has lived at Cosanti since 1955. The Cosanti Foundation, established by Soleri to carry out his Arcological concerns, is also located at Cosanti.

#### Arcology

Arcology is proposed not as an utopian concept but rather as a new approach to city design and as an alternative to the *horizontal* sprawl of megalopolis and suburbia. It is an attempt to eliminate pollution, to conserve land, to reduce distance, and to provide for the frugal use of natural resources by building *vertically*. It is intended to reduce depersonalization and to provide a meaningful cultural life by integrating all aspects of life. The Arcological city may not appeal to everyone because of the concentration and the lack of privately owned land. It does provide, however, an option for those individuals who thrive in the stimulus of an urban environment but reject the accompanying pollution and alienation of today's cities. Arcology is a reaction against the probability of a future earth with no wilderness areas.

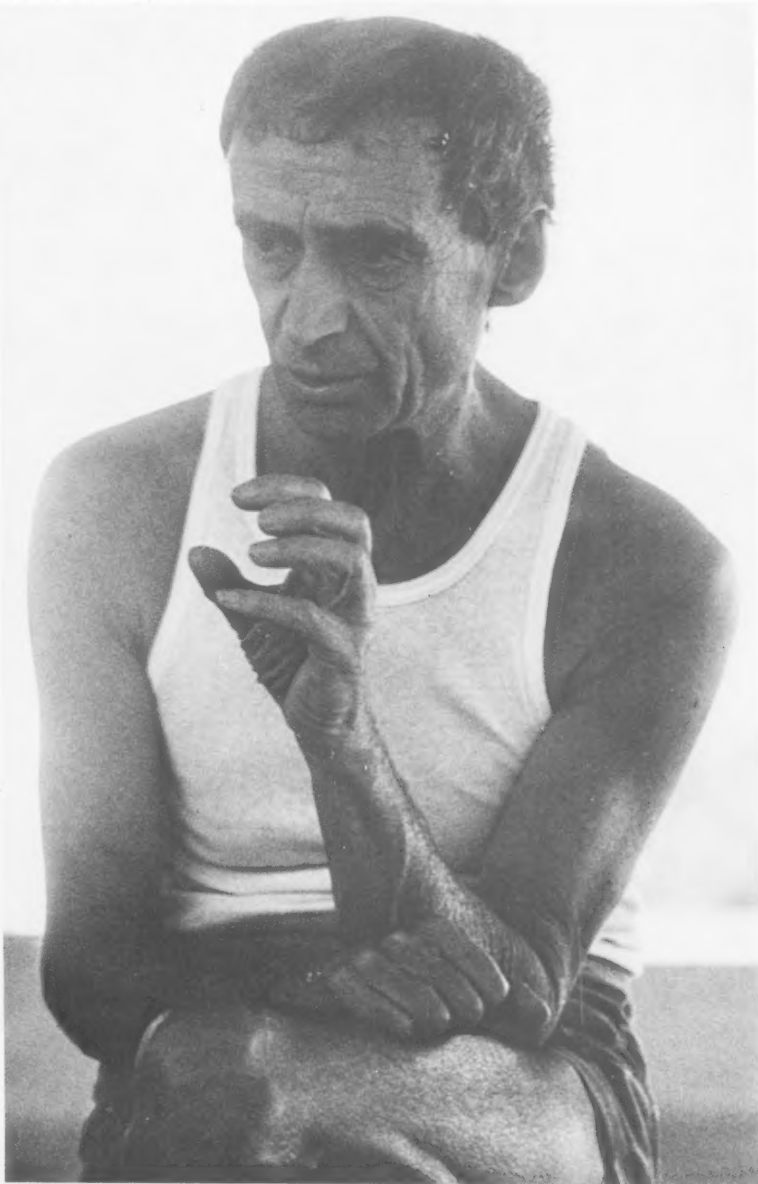
#### The Arcological City

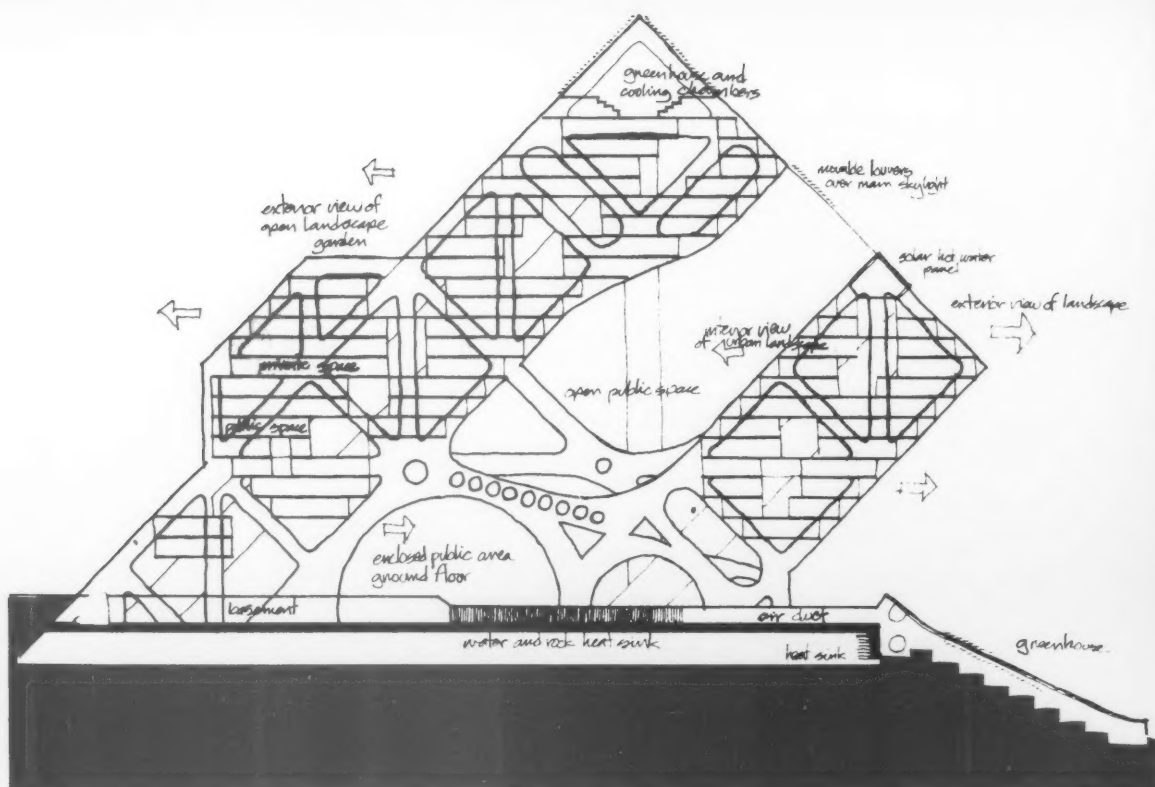
Soleri considers the Archological city to be the most efficient form of architectural design because it compacts all city functions into one huge building. The resulting three-dimensional city allows all age groups to

live more fully since all aspects of life (work, health, recreation, education) are integrated and in close proximity. For example, the Arcological city allows for a total medical care system. Home nursing is more personal than traditional hospital care, and far less costly. Nurses and doctors can move from home to home as from one ward to another. Because of this

compactness, less time, energy and expense are required for travel than in the conventional horizontal city. Commercial, residential and open space areas would be intermixed within the Arcological city. Residential units would be large, unfinished spaces (approximately 2,000 square feet) which would be designed and completed by the inhabitant.

Paolo Soleri—designer of experimental city





Side view of Arcosanti model

Various types of horizontal, vertical and angular pedestrian transit systems will allow an individual to reach any part of the city within 15 minutes. The automobile is restricted to areas on the perimeter of the city. The compactness of the Arcological city returns to farming and land conservation 90 percent or more of the land normally consumed by horizontal cities of comparable populations. In the Arcological city people are within walking distance of the countryside from any point in the city. The Arcological city creates an environment which eliminates depersonalization and encourages social and cultural interactions by reducing distances while it preserves the limited and irreplaceable resource of land from destruction.

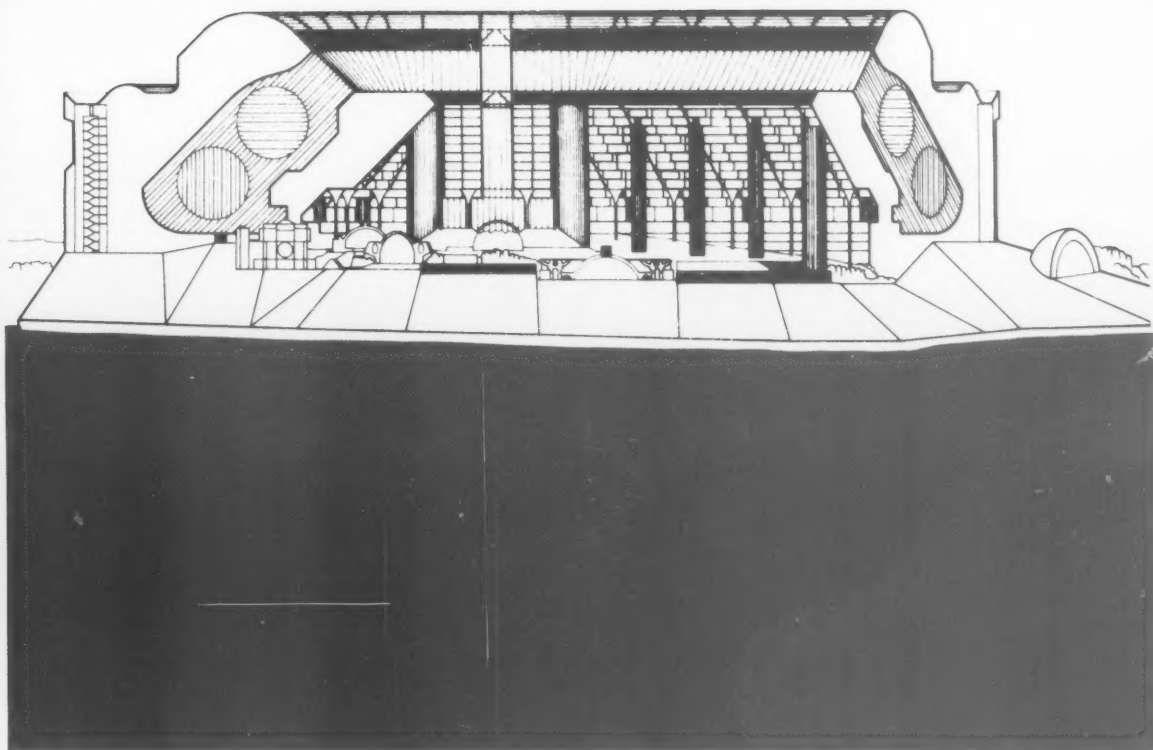
#### The Role of Evolution

Central to the concept of Arcology is evolution. In Soleri's theory both the architectural design of the Arcological

city and its inhabitants are expected to evolve. The evolutionary design begins at the drafting table and continues as construction develops. Details are intentionally left in an embryonic stage of development in order to allow for growth in unanticipated directions. Since the construction schedule of Arcosanti is slow, mistakes can be corrected as construction progresses and new ideas can be introduced without difficulty. Soleri's philosophy closely parallels that of the French Jesuit philosopher-scientist Teilhard de Chardin. Both men advance the proposition that humankind is in the process of evolution into a more conscious or aware level of existence. The major difference between their philosophies is Soleri's concern for society's need to recognize and accept its responsibility to create its own future. This is in contrast to Teilhard's assumption that human society will evolve without conscious effort. Soleri feels that

the Arcological city provides the physical framework for an evolving society.

In 1970 Paolo Soleri exhibited his drawings of Arcological cities at the Corcoran Gallery of Art in Washington, D.C. A catalogue of this show was partially funded by a HUD grant. Nineteen hundred and seventy also marked the beginning of construction on the Arcological city of Arcosanti. The drawing for Arcosanti, as exhibited at the Corcoran, is significantly different, after two major design revisions, from that which is currently being utilized. These revisions are a reflection of the evolutionary design process embodied in the Arcological approach. A significant design change was the modification of the structure for solar heating. The current design includes four techniques which utilize the sun. "Heat sink" is a phenomenon which uses the capacity of mass (stone, concrete, water, etc.) to store heat



Drawing of Arcosanti model

from its environment when the surrounding temperature is higher than its own, and to give it back when the surrounding temperature is lower than its own. The "apse" is a quarter-sphere structure facing south which acts as a sun collector in the winter and a sun shade in the summer. Warm air which is collected in the "greenhouse" is channelled as it rises via "chimney" type structures throughout the building.

#### Arcosanti

Arcosanti is situated on a mesa in the middle of an 860-acre land preserve owned by the Cosanti Foundation. Only fourteen acres will be used for the Arcological city structure and greenhouse. The rest of the land will be preserved in its natural state or used for farming or recreational needs.

This city of the future will be a 25-story structure, facing south, with a four-acre greenhouse below it on

the mesa slope. It is being built for a population of 5000. Arcosanti as it exists today is not an Arcological city, but rather the construction site for the prototype Arcology. After 7 years only 2 percent of the total construction is completed, and the construction of the main building, the true Arcological structure, will probably not begin for another 15 years. What exists now are the buildings preliminary and necessary to the construction of the Arcological structure. Because Arcosanti's construction is financed totally from the sale of wind bells and workshop fees, it was necessary for Soleri to create within the city an economic and social foundation which would support the construction of the city and contribute to its stability once built. The construction planned over the next 15 years will continue and increase this economic and social foundation by developing conference facilities and increasing the number of housing

units for Arcosanti construction workers. The City presently consists of four preliminary buildings and a 25-meter swimming pool. These buildings are located on the mesa near where the base of the main structure will be built. The building known as "Crafts 3" houses a café, living quarters for several Arcosanti residents, and areas to be developed as gallery exhibition space and a restaurant. Clay wind bells are made in the "Ceramics Apse" and bronze bells are made in the "Foundry Apse," which is ringed by residential spaces. Two vault structures form the entrance to the city and an avenue to the 25-story structure. The vaults are flanked by housing units which are used as both residences and public space.

The rate of Arcosanti's construction is painfully slow. An extremely small annual construction budget (\$150,000) and an unskilled labor force have not been able to create a

city overnight. Because unskilled labor is used, jobs often are improperly done and additional time is spent correcting mistakes. This method of job training has its benefits in that individuals learn through experience. It is anticipated that skilled labor will be necessary to construct the main building. The Cosanti Foundation is currently planning how this will be accomplished. Soleri has been repeatedly unsuccessful in securing construction funding from either private or government sources. This lack of success has been attributed to categorical government funding requirements into which Arcosanti does not fit, and a reluctance of private

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**"Because Arcosanti is now a construction site, not a city, it lacks both the physical amenities which make residency attractive, and the varied age groups which make for a more lively society."**

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industry to sponsor a project which departs from more traditional American values and does not guarantee a quick profit.

#### **Workshop**

Arcosanti is being built by residents, currently numbering about 40, and "workshoppers," each of whom pays approximately \$500 to participate for from 5 to 7 weeks in the construction. The majority of the workshoppers are students, supplemented with older individuals from diverse backgrounds with a variety of interests. Although most of the participants are American, there are representatives from Europe, Asia and Africa. Because Arcosanti is now a construction site, not a city, it lacks both the physical amenities which make residency attractive, and the varied age groups which make for a more lively society. Several children are among the permanent residents but the bulk of the population is between 18 and 40 with a median

age of about 24 years. Workshopers live in the construction camp located in the valley below the mesa. Housing consists of shared accommodations of either concrete eight-foot square cubes, plywood barracks or tents. Showers and toilet facilities are available in the camp, and there is a kitchen which serves the resident and workshop population. A garden in the camp supplies the kitchen with fresh produce. Evening meals are normally eaten outside near the kitchen, or in a community building called the Octogen.

The construction week at Arcosanti is Monday through Friday. Each day begins at 5:30 a.m. with a series of wake up bells and then a quarter-mile walk-up the hill to the mesa. The morning meeting in the Ceramics Apse provides a formal beginning for the day with fresh baked bread and job assignments. Work starts at 6 a.m. and continues until 9:30 a.m. when breakfast is brought up to the site. Both breakfast and lunch are served cafeteria style outside underneath the vaults. Lunch is served around 1:30 p.m. and the work day is over at 3 p.m. Job assignments are made on a volunteer basis for the specific tasks which must be accomplished. Many tasks are handled bucket brigade style with the entire construction crew tackling an especially large or heavy job. Assignments range from the construction of concrete forms to building stairs. Jobs are usually done under the supervision of an Arcosanti resident. Training for jobs is on a "figure it out," or "ask how to do it" basis. The major construction activities this year have been those of finishing the swimming pool, the "Crafts 3" building and the lab building, which are part of the vaults structure.

After each such day's work there is usually a recreational activity. One day it may be a dance class given by an Arcosanti resident, and the next a meditation session led by a visitor. A communication group formed by a local psychologist meets weekly. Two college credit classes are held once a week, a philosophy class and a bird

watching class.

The formal educational aspect of the workshop consists of weekly discussion meetings with Soleri, supplemented by evening lectures and film presentations on subjects related to Soleri and Arcology. One week of the workshop is devoted to an exploration of the physical and social evolution of the planet Earth through field trips to points of interest and lectures by scientists.

The Arcosanti workshop is a physically and emotionally demanding experience. It is not easy to spend 7 weeks in exhausting physical work without the conventional amenities of contemporary life. It is, however, an experience rich in personal contacts and the satisfaction which comes from participation in a project.

#### **Arcosanti Festival**

My participation in a workshop this past fall provided me with the opportunity to gain some insights about the future Arcosanti. The third annual Arcosanti festival, held in October, was a two-day happening of music, dance, crafts, and conferences on health and healing attended by 8,000 people. It is somewhat difficult to imagine what the 25-story Arcosanti city structure situated on the flat desert landscape will be like when it is built. Experiencing 5,000 people, the planned population of Arcosanti, on the city site gave me a sense of the possible social quality of the future city. The energy generated by the concentration of people in that small area was positively exhilarating.

The use of the buildings as props and backdrops by dancers during the festival was impressive. They became alive as the dancers moved on their roofs and stairways. The work areas of the Foundry and Ceramics Apes were turned into theaters for musical performances and lectures. Each use made of the buildings created for me a new, more personal relationship with them. The buildings are adaptable to so many varied uses that they become like organic entities. It was



customary on warm nights to take your sleeping bag to the rooftop of any of the buildings. People tend to do this not only because of the comfort of sleeping in the fresh breeze, but also to familiarize themselves with the buildings and to enjoy them in yet another way. Normally buildings tend to be restricted to single uses such as a workplace only or a sleeping place only. The physical environment at Arcosanti created an extreme sense of joy. To walk around the City at night with only the moon as a light was an emotional experience. The present architecture of Arcosanti is very simple—concrete cube and apse structures, inexpensive and alive with no pollution of the air by automobile exhaust or noise.

#### Conclusion

Soleri impresses me not only because he has designed a city which reflects the values which are regarded by many people as necessary to our continued existence on this planet but more importantly because this city is actually under construction.

Seven weeks at Arcosanti left me exhausted by the physical work, primitive living conditions and hectic pace of life but exhilarated by the daily exposure to a vast expanse of untouched land, stimulating social and cultural interactions and participation in a construction project for a city of the future. Its builders may not live long enough to participate in it.

In 1974 HUD cosponsored a study entitled *The Costs of Urban Sprawl*. This study found that high density planned communities resulted in lower economic costs (construction and services), environmental costs, natural resource consumption and some personal costs. Although there has been widespread recognition of the problems of our urban areas, the rapidly declining sources of non-renewable fossil fuels (natural gas and oil) and our dependency on expensive technology, as a Nation we have been reluctant to accept solutions which require a change in our philosophical values. It is becoming increasingly obvious that we need to reorder our

priorities so as to emphasize the quality of life and the preservation of our natural resources, if we and future generations are to continue our existence upon this planet.

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**"The present architecture of Arcosanti is very simple—concrete cube and apse structures, inexpensive and alive with no pollution of the air by automobile exhaust or noise."**

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Arcosanti deals with the declining and continually more costly non-renewable fossil fuel resources by making practical choices to utilize less consumptive and inexpensive alternatives. Alternative technology is not radical in itself but it does represent an orientation which is different from existing American values. Soleri's innovative design incorporates low-cost energy systems which are even more practical since the energy needs are concentrated and the results are low costs for energy. Arcosanti will be passively heated and cooled through the use of solar heated air. It will use solar water

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**"Soleri proposes that the creative use of density coupled with an integration of life functions, can be not only healthy but environmentally advantageous."**

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heating, solar greenhouses for heat and food production and waste recycling techniques. The use of low-cost, low maintenance energy systems will allow individuals to live a low-cost lifestyle.

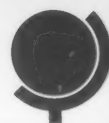
Solar energy is not the end in itself but it is an alternative. For a technology to be appropriate it must be responsive to local conditions and needs. Although a holistic approach such as building a new city is very exciting, a practical benefit is that much of this technology can be

adapted to more conventional situations. Low-cost energy systems can be retrofitted to existing buildings and designed into new construction projects. These technologies can be of particular benefit to low- and fixed-income families and individuals in that solar water and space heating, coupled with insulation, can assist in reducing their expenditures for energy.

Other aspects of Soleri's approach can also be utilized by employing them on a smaller scale in both the rehabilitation of existing neighborhoods and in new construction. Density has long been regarded in this country as one of the major causes of urban decay. Soleri proposes that the creative use of density coupled with an integration of life functions, can be not only healthy but environmentally advantageous. Blocks and neighborhoods could be redesigned to include mixed uses and the restriction of automobiles. Transportation problems could be eased by increasing the proximity of home to work areas. A deemphasized dependence on the automobile could reduce expense, pollution, hazards and energy consumption. Soleri has not invented all these techniques but his approach brings them all together and utilizes them creatively to focus on an alternative solution.

Low-cost energy systems are not a technological fad but a response to the need for an alternative to our present systems which are costly and environmentally dangerous. If we intend to avoid or reduce serious environmental damage then we must select technologies which emphasize the careful use of renewable sources of energy (sun, wind, tides, etc.). As individuals and as a society we are responsible for the creation of our collective and individual futures. By becoming aware of existing and possible alternatives we prepare ourselves to take steps to assure that our future is one in which we want to live. □

*Ms. Hughes is a Housing Management Officer in HUD's San Francisco Area Office.*



## international affairs

### Human Settlements in a 'Conserver Society'

Since the mid-1960s, a worldwide controversy has raged over the desirability of sustained economic growth. Inevitably, extreme positions have been taken as to whether growth is good or bad. The so-called "doomsday scenarios" drawn by some experts predict that the world will soon run out of non-renewable resources or that continued economic growth will result in a disastrous ecological imbalance. An impressive array of experts, on the other hand, are convinced that growth should—in fact must—continue.

The uncommitted public is bound to consider both extremes unreasonable. Catastrophe has so far been averted, but "miracle" space-age technology is a long way from providing us with a utopia. There is, however, realization that in a finite world nothing can grow indefinitely. The slowing of economic growth and the so-called energy crisis have brought awareness that continued growth and prosperity cannot be taken for granted. There is a conviction that the whole of our society could and should be based on the principles of avoiding waste, promoting recycling, and considering the long-term consequences of every action. In other words, we should become a "conserver society."

The term conserver society, first used by the Science Council of Canada in 1973 in a report dealing with natural resources and environmental issues, has come into widespread use since that time. A two-year study by the Council on the implications of a conserver society culminated in the publication of *Canada as a Conserver Society: Resource Uncertainties and the Need for New Technologies*. The study urges Canadians to cut artificially induced use of consumer goods, do more recycling, develop alternate sources of energy, and accelerate the trend for promoting energy efficiency.

More specifically, among recommendations for "things to do immediately" are some familiar suggestions, many of which are being studied or implemented. These include: carpools, more money for research on alternate energy technologies, and incentives to improve home insulation. More controversial proposals include gasoline rationing, legislation of sun rights, and electrified railways for densely populated areas. Among recommendations for "things to think about" are total-energy communities and total costing of products.

The Science Council has not been alone in studying and advocating the conserver society concept. The most ambitious study is a four-volume report produced in 1977 by the GAMMA group, a think tank staffed by the Université de Montreal and McGill University. Another approach to a future Canadian society was taken in a report for the Advanced Concepts Centre of Environment Canada. *Images of Canadian Futures* is basically an examination of two possible scenarios, one of high growth and the other of low.

### Implications for Human Settlement

Considering the many and varied impacts which a shift to the conserver society would have on the human settlement sector, the writings so far have made relatively few specific suggestions. Proposals tend to fall into two classes: the fairly obvious (improved home insulation, district heating) and the frankly utopian (total-energy communities, conserver cities). For obvious reasons, most conservation measures are being directed at energy. Forty-five percent of all energy used in Canada is related to human settlement—half to transportation and half to households and farms. Of the energy used in households, about 70 percent is for space heating. In other words, 15 percent of all energy consumed in Canada is used to heat homes.

A great deal of effort is going into establishment of the optimum environment for energy efficiency. While it may eventually be possible to arrive at a building form or development pattern that has optimum efficiency, the important short term task will be "retrofitting" of existing buildings and adaptation of existing communities. Even in the longer term diversity of housing will be demanded, and a valid alternative for some communities might be a dispersed pattern of "autonomous" buildings taking advantage of electronic communications to reduce the need for transportation. In fact, the revival of smalltown life might be a welcome result of conserver-society trends.

Apart from energy conservation, some prosaic but important techniques are being developed which add up to a considerable shift toward conserver society principles. One example is storm-water management, an urban drainage technique that will reverse the trend toward piping away and treating every drop of water which falls on a paved surface. Storm water will be retained in ponds, absorbed through permeable surfaces, and returned to the ground for natural treatment and recirculation. Other techniques, somewhat more radical but also based on natural systems, range from the waterless humus toilet to the so-called autonomous house (one largely independent of the usual urban services). The promise of such approaches is that they will have minimum impact on natural systems, will conserve materials and energy, and will lower costs.

In working toward such a broad goal as the establishment of a conserver society, it would be ideal if a consensus could be established and a rational approach developed. In the real world, of course, and given our diverse society, no neat and tidy system is likely. The process will probably involve a mixture of persuasion, education, and coercion over a lengthy period. However, one strength of the conserver-society concept is that it can appeal to virtually every sector of society, for reasons ranging from the practical to the moral and ethical.

Peter Gridland,  
Canadian Housing Ministry, in "Housing Ontario,"  
January/February 1978

## '...Beyond the Definition of Landlord'

by Merrill M. Ash

"For service to your tenants far beyond the definition of 'landlord,'" the citation could have read.

It went to the Housing Authority of the County of King (Wash.) and was presented by Edward J. Moger, Director of the HUD Seattle Area Office. It recognized a unique new scholarship program.

Identifying a responsibility beyond housing and seeing problems involving more than shelter, the Housing Authority of the County of King is beginning a program to aid worthy students with money dug from the pockets of its own 260 employees. The idea is to give some of its high school graduates an added boost out of the welfare cycle and into productive society.

Each employee is given the opportunity to donate \$5. Many are giving more, and as outsiders learn of the program the fund is growing. All contributions are welcome!

Jim Wiley, Executive Director of

the Housing Authority of the County of King, stresses the point that the program is totally voluntary. However, his people are so concerned that he expects it to be about 100 percent effective.

"It is so inexpensive and the people know the scholarships will go to individuals who probably would not get the opportunity for additional education or advanced training," he said.

In a brief commendation ceremony, HUD Director Moger said: "To my knowledge no other public housing authority has such an outstanding program. You people are to be congratulated for showing sincere concern for your residents."

Wiley was quick to give full credit to his Director of Community Services, Joe Thomas, for the inspiration for the program and the implementing arrangements. The housing authority version of a scholarship is geared to the needs of its recipients. The grants may be used to defray the high costs of college or for entrance to vocational programs of a type often not covered by educational scholarships.

"Housing is just one of our tenants' problems," said Wiley. "One of the things that have contributed to

the massive unemployment we have today is lack of skills. There are a lot of people working; often enough the ones who aren't, cannot, because they don't have the skills."

Joe Thomas and the Community Services Office will administer the scholarships. Students to be awarded will be chosen by a five-person employee committee on the basis of need, grade averages, conduct in school, on the project and in the community.

Thomas stressed that the winner's enrollment in college or vocational programs will not end the authority's involvement. The winners will go to the top of the list of summer jobs kept by the authority and Thomas' office will help them apply for further grants or loans to continue their studies. □

*Mr. Ash is Public Information Officer of the Seattle (Region X) Area Office.*

BELOW LEFT—Joe Thomas, Community Services Director, King County Housing Authority, discusses scholarship program. BELOW RIGHT—Commissioner Elizabeth Wells, King County Housing Authority, signs check donated to scholarship fund. Executive Director Jim Wiley and HUD's Seattle Area Office Director, E.J. Moger, chat in background.



# Omaha's New Concept in Medical Care

by Dick Elliott

On December 5, 1977, a major milestone was achieved by the Creighton Omaha Regional Health Care Corporation of Omaha, Nebraska. After many years of planning and construction, on that date, the new Creighton Omaha Medical Center was determined to be substantially complete and fully equipped to care for the health needs of the Omaha community. The ultramodern hospital and patient care center represent a new concept in health care delivery and stand ready to utilize medicine's most advanced technology in the demanding field of helping people stay healthy. The hospital is truly a result of the combined efforts of many individuals and agencies.

The corporation applied for a Section 242 FHA-insured loan financed by GNMA mortgage-backed securities. Personnel of the HUD Omaha Area Office and the Kansas City HEW Regional Office were instrumental in assisting the corporation in the planning, financing and construction of the new facility. Financial assistance, project design and the actual construction were provided by companies generally considered to be leaders in their respective fields.

Construction began August 1, 1974. By Dec. 5, 1977—a full 2 months ahead of schedule—construction was completed. Estimated total development costs for the five-level facility were projected at \$73 million. As was expected, the project had an enormously favorable economic impact on metropolitan Omaha's local craftsmen and laborers.

## Multi-Purpose Structure

This 389-bed hospital is also designed to function as a health professions building for area physicians and as



HUD's Omaha Area Office played a major role in efforts to bring about development of the Creighton Omaha Medical Center (lower foreground). This project obtained the largest FHA-insured loan ever endorsed in the State of Nebraska.

Creighton University's primary teaching facility for the health services. Local physicians' services will be more readily accessible along with services of the medical, dental, nursing and pharmacy schools of Creighton. The teaching staffs of these schools will be available also.

This proximity puts health professionals and educators in direct daily contact with one another, allowing for the development of a team concept of patient care. The expertise of specialists in every health field will be readily available under one roof. Physicians in the new facility will be





able to expand their knowledge of the health care field. Better patient care will be the ultimate result of such a close relationship.

#### Personalized Approach Planned

A major goal of the center's planners was to deinstitutionalize the facility—unlike the traditional hospital. Patients will receive care reminiscent of "the good old days" when physicians were more readily available and health care meant one stop for everything needed. Physicians' offices are located on the patient care levels; this enables the doctors to be only steps away from their hospitalized patients. A complete range of modern scientific instruments, diagnostic equipment and lifesaving technology is immediately available to patients. Gone are the flaws found in traditional health care settings—too few elevators, hard-to-find stairways, the long distances between professionals and patients, noisy hallways, the cold, sterile atmosphere. Depending on individual needs, all services can be found on one level of the hospital



TOP—Completion of the Creighton Omaha Medical Center culminated ten years of serious planning and construction. BOTTOM—The interior and exterior design of the Creighton Omaha Medical Center exudes warmth and attractiveness of an inner-city health facility that is expected to have major impact on the City of Omaha.

in warm, relaxed surroundings. A kaleidoscope of colored walls and carpeting creates an aura more akin to that of a hotel than to a hospital.

#### Physical Design

Just inside the front door and continuing on either side of the hall, which is similar to a shopping mall, are the public services (admitting, medical records, pharmacy, cafeteria, communications center, pathology, chapel, occupational therapy, physical therapy, radiation therapy, and administration offices). One level up is the life-support level—consisting of an array of people, machines, and programs concentrated in one area. The diagnostic, surgery and treatment aspects of hospital care are all located on this well-designed and modernly-equipped level. More traditional forms of health care are found on the upper two levels. Patient rooms and nurses' stations are arranged in a configuration of six pods. Each pod contains a nurses' station with 20 private and 4 semiprivate rooms grouped according to the patients' needs. The centralized nurses' station puts patients in direct, immediate contact with people who can respond to their special needs. All rooms have a view to the out-of-doors; some overlook attractively landscaped accessible interior courtyards, which, due to the artistic design of the building, appear to be on the ground level. The Federal Women's Program Committee coordinated efforts that enabled HUD staff in the Omaha Area Office to tour the hospital prior to the formal opening on December 17, 1977.

HUD's Section 242 mortgage insurance program, a loan guarantee by the Department of Health, Education and Welfare and the GNMA securities program have jointly provided the long-term source of funds necessary to accomplish the realization of the corporation's concept. Omaha is justifiably proud of the new hospital and recognizes the benefits such a facility brings to the community. Likewise, HUD can share in the feeling of accomplishment in seeing the completion of this unique medical center. □

*Mr. Elliott is a Loan Specialist in the Omaha Area Office (HUD).*

# Butte County, California-- A Federal, State, Local Partnership

by Ward Connerly

Butte County, California, an agricultural community located in the northern section of the rich Sacramento Valley, is best known as the site of Oroville Dam, the largest earth-filled dam in the world, and the 1975 earthquake, which measured 6.1 on the Richter scale and shook the northern half of the State.

Since 1975, Butte County has been administering a comprehensive community development program whose activities are funded by a wide variety of sources. Faced with neighborhood deterioration that rivals the State's most depressed urban areas, Butte County has developed a program that provides a prototype for other rural communities with similar concentrations of substandard housing, inadequate neighborhood facilities, underutilized land, and population that reflects far higher than average levels of poverty and unemployment. The following is an account of how this Northern California community responded to its most pressing housing and community development needs.

In 1975, Butte County received a \$76,000 Community Development "Discretionary" Block Grant (from a \$1.2 million application) to acquire and resell property for the purpose of developing low-income elderly housing. Characteristic of many communities whose frame of reference was the categorical program model, the County developed a funding application which reflected a "shotgun" approach (requesting funding for a variety of unrelated projects throughout the jurisdiction).



## Getting the Program on the Right Track

By January 1976, the acquisition program had made little progress. Concerned that housing and community development needs were going unmet, the County retained a consultant to infuse life and direction into the program. After a preliminary needs assessment, the consultant recommended that the Community Development Block Grant be reprogrammed into South Oroville, an area which represents the most deteriorated neighborhood conditions in the County. A request for a grant for reprogramming was awarded by the HUD Area Office in San Francisco. The new program consisted of the following activities: rehabilitation loans and grants; installation of curbs, gutters, sidewalks, and storm drains; and demolition and clearance of vacant, blighted structures. County policymakers envisioned this reprogramming as the beginning of an all-out effort to upgrade the South Oroville community. It was precisely that.



TOP—This home typifies living conditions in the South Oroville area. Years of concentrated effort are needed to bring the area up to acceptable standards. BOTTOM—County Supervisor Bernard Richter discusses the County's Community Development program with HUD Area Representative Geraldine Franklin.

## Delapidated Conditions

In South Oroville substandard housing units account for more than 75 percent of the total supply. Many of these dwellings are totally dilapidated and represent immediate threats to the health and safety of their occu-



TOP—The County acquired and rehabilitated this home with CDBG and Section 312 funds. When acquired, it was unfit for human habitation. MIDDLE—This is one of six dilapidated units in a cabin court acquired by the County with CDBG funds. All six families were relocated to housing meeting local health and safety standards. BOTTOM—This drainage ditch winds through the South Oroville project area, often cutting across individual properties as shown above. It is a major source of mosquito propagation during warm seasons.

pants. Sound replacement dwellings in the community are nonexistent. Traditionally, private and public lenders have refused to provide mortgage financing in the area, making new residential construction an impossibility.

At the inception of program activities, the area's capital improvements were sorely inadequate. The entire South Oroville community was without curbs and gutters, a situation which created severe drainage problems during periods of heavy or extended rainfall. Winding through the area is an open drainage ditch built in the 1940's under the Work Projects Administration (WPA). The ditch is unpaved and filled with dense undergrowth, a situation that poses a major health hazard—giving rise to mosquito growth in the area. The County is currently seeking Federal assistance in order to pave the ditch.

Not surprisingly, the extent of poverty in South Oroville is great, with more than 75 percent of the area's households having annual incomes below 80 percent of the County median income (\$11,400). Unemployment stands at about 35 percent, more than twice the County's overall rate. The community has a disproportionately large black population, representing half the County total and more than 25 percent of all the area's households.

Immediately upon receiving approval to reprogram its 1975 grant, the County reconstituted its Community Development Citizens Advisory Committee, which was "topheavy" with public officials. South Oroville residents were appointed to the committee and immediately took an active interest in its direction. This early demonstration of the County's desire for community input no doubt accounts for the high level of resident participation and acceptance of the program.

The County devoted the first month of the new program to developing a neighborhood plan for the South Oroville area. The plan is essentially a statement of needs, as determined by a door-to-door survey,

and a program design for residential rehabilitation and public works activities. While the County and its consultant agreed that the time spent on planning should be minimized, since the area's most pressing needs did not need documentation, the neighborhood plan has proved invaluable in guiding subsequent program activities and serving as a data base for the pursuit of additional funding.

#### **Augmentation of CDBG Resources**

Since early 1976, Butte County's community development program has become the beneficiary of more than \$1.2 million in Federal, State and local funds for: three discretionary block grants, local general fund and revenue sharing support, CETA allocations, Section 312 rehabilitation loans, Section 701 Comprehensive Planning Assistance, Rural Home Repair Loans, Earthquake Housing Relief Assistance, and Section 8 Existing Housing Assistance.

The imaginative "piggybacking" of CDBG funds, Section 312, Section 8, relocation assistance, and EOC grants has enabled the County to provide housing to a considerably broader range of people than would otherwise be the case. By utilizing all available funds and programs, the County has largely mitigated the frustrations of not being able to utilize block grant funds for new construction.

While a substantial amount of developable land exists in the area, sources of financing for new housing are nonexistent. Rehabilitation is currently the only alternative for improving housing conditions on a significant scale.

#### **Low-Income Housing Supply**

At an early stage of its rehabilitation program, the County addressed itself to the possible effects that rehab programs may have upon the availability of housing for low- and moderate-income families. To ensure that rehabilitation does not economically displace low- and moderate-income tenants, the County has taken very strong action.

For landlords with CDBG rehab

financing, a rent control provision goes into immediate effect upon execution of the loan contract. Rental property owners with CDBG/Section 312 loans are generally required to participate in the County's Section 8 Leased Housing Program. An arrangement has been made with the Housing Authority which provides a "set-aside" of Section 8 leases for exclusive use by participants in the County's rehab program. To date, over 30 rental units have been brought up to code under the County's rehab program. Section 8 leases have been entered into for nearly half of these units.

#### **Program Expansion**

With the 1977-78 program year, the County has expanded its CDBG program to a second project area. This new area is the Chapmantown community, which abuts the southwest boundary of the City of Chico. Conditions in this neighborhood are comparable to those present in South Oroville; they include inadequate or nonexistent public facilities, substandard housing, vacant, dilapidated structures, debris-strewn properties, and high levels of poverty and unemployment.

A major cause of the deteriorated conditions in Chapmantown is the irrational jurisdictional boundary line which winds its way through the community and accounts for the traditional vacuum of planning responsibility in the area. To remedy this situation, the City and the County are undertaking a joint '701' planning project with the objective of developing a multijurisdictional Community Development strategy for the Chapmantown area.

Of the County's \$180,000 CDBG program for 1977-78, \$45,000 will be used for upgrading a six-block area of Chapmantown. Since the County has appropriated \$165,000 in revenue-sharing funds for capital improvements in the Title I Community Development target area, the entire Chapmantown block grant will be used for residential rehabilitation.

The County has also been awarded

a \$16,000 grant under the Home Repair Action Grant Program of the Community Services Administration. These funds will be used for home repair grants to homeowners who are participating in the CDBG/Section 312 rehabilitation program. To prevent displacement of low-income tenants, the Housing Authority has again set aside Section 8 leases for use by rental property owners who are participating in the program.

#### **Conclusion**

A major change brought about by the Block Grant Program is the encouragement of uninitiated rural communities to grab a piece of the Federal housing and community development action. Rural poverty has been brought out of the closet by virtue of recognition of the Federal agency charged with responsibility for housing assistance and neighborhood improvement programs.

While rural jurisdictions have extensive experience in public works projects, financial incentives have never been sufficient to induce them to tackle housing. With the exception of housing authorities, which, in California, are State entities, rural jurisdictions have never seen themselves as being in the housing delivery business.

The 1974 Act has revised the self-image of many local governments. With participation in the CDBG program, smaller cities and counties have assumed responsibility for devising and administering strategies to meet the housing needs of their low- and moderate-income citizens. While this places a much greater responsibility on local governments, it also provides a degree of self-determination and an opportunity to relate to local needs, which have few precedents among Federal programs.

The Butte County experience is one which demonstrates the positive impact that a fully-committed rural community can have upon the quality of life of its residents. □

*Mr. Connerly is a consultant to the County of Butte.*



## in print



*Urban Policy and the Housing System*, by Alan Murie, Pat Niner and Christopher Watson. London, George Allan & Unwin Ltd., 1976. 282 pp. \$15.

This book is the seventh and last of a series of studies prepared by the Centre for Urban and Regional Studies at the University of Birmingham under a program grant by the Social Sciences Research Council for research into the British housing system. It is an attempt to draw together some of the main points from a wide range of related studies undertaken in various parts of the country and to present a concise analysis of British housing policy and the housing system. While it clearly analyzes British housing policy and defines the housing system as really meaning the housing situation in Great Britain, the book also is a good history of British housing since 1918.

The book has various themes, considered by the authors to be relevant in order to achieve a better understanding of the housing system, the relationships within it, and the kinds of policies that are needed for the system to function more effectively.

While the first two chapters of Part One give the reader an idea of the complexity of the British housing system (indeed, familiar to those of us in other countries as well), the third chapter attempts to explain what is called housing behavior. This explanation is made by analyzing the ecological and economic approaches in housing. The "filtering" theory is also explored. Filtering is a way of explaining urban change and development through the process of succession—that is high income residential development is assumed to attract higher income groups who vacate dwellings which then become available to the next highest income group and so on. This theory explains to a great extent the spatial concentration of socioeconomic classes in the city.

The last part of this book pits the housing institutions against the question of constraints, opportunities, and housing policies. The point here is that there has to be some relationship between institutions and forms of tenure. Policies have to be designed to influence the use of the existing stock of dwellings quite as much as the nature of the stock.

From the policy on housing stock, the authors move to the very nature of housing policy itself. They feel that while housing policy has been of interest both to central and local governments, the stress has been on the general collective needs of households and not on the social effectiveness. Although the government plays a central role in devising and implementing housing policy, it does not insist on absolute control over the housing system. The government provides powers and financial means through legislation to implement housing policy but leaves the major responsibility for putting policy into practice to local authorities, builders, building societies, landlords, housing associations, and all the other agencies.

The last chapter sets up a framework within which

policy must be judged, including the implications of seeing housing as a system; the question of housing need and demand; the management of housing; the conflict of time scales; the effectiveness of policy; and the contribution research can and must make.

—Susan E. Judd,  
Information Specialist,  
Office of International Affairs, HUD

*Neighborhood*, by Andrew M. Greeley. New York, Seabury Press, 1977. 173 pp. \$10.95.

In *Neighborhood*, Andrew M. Greeley has written what he describes as a passionate and biased book pleading for the life of neighborhoods, in particular urban neighborhoods, the ones whose existence is most precarious.

To say that this book was written by a person of a particular political bent would be a mistake. No particular label applies. Creeley, who is currently the Director of the Center for the Study of American Pluralism, opposes aspects of socialism, centralism, liberalism, conservatism, governmental policies, business, urban planning, etc., insofar as each opposes urban neighborhoods' continued existence.

For Greeley, "neighborhood" means "the area I live in" or the "general area around here," with operational definitions and boundaries supplied within the context of a given person's thoughts at a given time. For instance, a person may at one time implicitly define neighborhood as the area in which one feels it is safe for one's child to wander about. But all of this leaves aside neighborhoods' reason for being and the intense human satisfaction they afford, which is Greeley's theme and the springboard for his passionate, usually well-reasoned, defense.

Through neighborhoods, through these small clusters of humanity, Greeley writes, individuals derive fulfillment. Within neighborhoods, we establish certain reassuring routines—a kind of order—and human contacts, the break-up of which is unsettling. We derive satisfaction from shared values.

Although some of Greeley's proposals themselves seem overly authoritarian, and though one may quarrel with the motives he attributes to urban planners and the claimed destructive results of planning, his book seems generally perceptive. In closing, Greeley is neither particularly optimistic nor pessimistic; he remains hopeful. Perhaps he is justified. An emerging model of neighborhood self-help has occurred in Baltimore by which a few concerned individuals involved the rest of the community, business, and banks. Also, in Chicago, which provides much of Greeley's background information and all of his photographic illustrations, there is much current activity in neighborhood revitalization that he fails to note, or acknowledge.

Aaron S. Dann,  
Chief, Information Services  
Branch, HUD Library

# Responsive Management: Key to Successful Resident Association

by Rayburn W. Ray

Nashville's tenant organizations are less than 5 years old, but both resident leaders and management of the Metropolitan Development and Housing Agency agree that the associations have been good for everybody.

Joel Tinnin, articulate president at a highrise for elderly, cites "responsive management" as the reason for Nashville's success with tenant organi-

**"The most tangible contributions of Nashville's tenant organizations are probably their role in fostering constructive changes and bringing new or improved services to housing communities."**

zations. Tinnin, a 10-year resident of Gernert Homes, says flatly that "Our organization has improved life in the project and greatly strengthened relations with management."

"The resident associations have done a great job of convincing tenants that they can talk to management and get something done about their problems," says Ed Phillips, MDHA housing management director.

Phillips and Executive Director Jack Herrington say that resident associations in MDHA housing communities are making these positive contributions: (1) A vital fellowship among residents, giving them a good opportunity to know each other and work together to achieve common goals; (2) a continuing forum for residents to talk to each other, to housing management, and to other community leaders about their problems, needs and aspirations; (3) An organized structure for developing indigenous leadership and fostering worthwhile programs and projects; and (4) an effective instrument to accomplish needed changes and secure improved services for residents.

With assistance from an outside consultant, K.C. Jones, MDHA took the initiative in organizing 17 resident associations during the summer of

1973. The associations serve around 18,000 residents of 6,300 housing units operated by the Agency.

The guiding principle behind this massive organization effort was expressed by Herrington: "Most public housing residents are low-income families with limited options. It is imperative that they have the opportunity to be heard and to participate in shaping policies which vitally affect them."

Groundwork for the organizations had been carefully laid for more than two years and was highlighted by two important actions. Early in 1971, shortly after Herrington came as Executive Director, the Agency's Board of Commissioners adopted policies which included this statement: "The residents of public housing... will be provided the opportunity and be encouraged to make reasonable and constructive recommendations concerning the plans and activities of the housing authority." Late in 1972, the Nashville Housing Authority changed its name to Metropolitan Development and Housing Agency, removing the word "authority" from its designation.

"Although we clearly recognized the need to formalize resident participation much earlier than 1973, we had to move cautiously," says Herrington. "In the early Seventies, the idea of recognized tenant organizations was still a new concept in Nashville and we had had some bad experiences with militant resident groups in our urban renewal areas. Too, there was no clamor for resident organizations from tenants although HUD was urging that associations be formed to establish priorities for modernization funds.

"Some of our top staff members were concerned that resident associations would mainly attract troublemakers. It's been a most pleasant revelation to some of us that the most active resident leaders have been those tenants who were genuinely concerned about their neighbors."

Once MDHA committed itself to resident organizations, the Agency's Board and staff were determined to



Resident leaders at a MDHA development unveil a sign presented by the resident association at an anniversary celebration. The sign reads: "Pride is a necessary ingredient for any community, and we take pride in ours. By the residents of John Henry Hale Homes."

make the associations work. Beginning principles were that every resident of a housing development was automatically a member of the tenant organization without payment of dues, and that regular meetings would be held.

A staff liaison person was assigned

to work with the associations in getting organized, in training resident leaders, and in adopting by-laws and objectives. The community organization coordinator continues to work with the association officers and the housing manager in planning meaningful activities, including one or more

1. The "Reaching Out" gospel choir, composed of public housing residents, performs at Nashville's "Courthouse Day" historical celebration.

2. The Blue Monkey, local TV personality, encourages children in a cleanup campaign in their community.

3. Youth at Parkway Terrace participate in a dance contest at an association-sponsored carnival.



annual workshops for leaders.

As a matter of policy, housing managers are asked to attend most association meetings and to encourage all residents to participate. New residents are informed about the association and effort is made to identify potential leaders. Maintenance personnel also boost association activities.

Aided by association officers and reporters, the Agency prepares and distributes a monthly newsletter for residents, the *Resident Messenger*. (The newsletter was named by a committee of residents.) The newsletter has proved to be an important communication tool, carrying personal items, pictures, recipes and opinion questionnaires as well as important policy changes.

The association structure provides for a bimonthly Council of Presidents meeting, in which presidents and other interested residents get together with MDHA's executive director and other top staff members. Members of the Board of Commissioners also frequently attend the meetings designed to provide fellowship, information, and exchange of ideas. A flexible agenda is prepared which offers any resident the opportunity to express anything that is on his mind. "Although this format provides some risks and surprises, we feel that both residents and management profit from these forums," says Phillips.

The Council of Presidents was used by MDHA to form a tenant grievance panel in keeping with HUD requirements. The panel calls for two resident representatives, two staff representatives and an outside (impartial) member.

To provide needed funding, the Agency's Board voted to appropriate an amount equal to the interest on residents' security deposits for use by resident associations. The funds, usually running from \$8,000 to \$10,000 annually, are allotted to each association according to the number of units in the development. "This funding arrangement helped convince tenants that MDHA was serious about working with resi-

dents," comments Herrington.

Expenditures, which are approved jointly by the resident association and the director of housing management, have been used for such diverse projects as draperies for a meeting room, banquets for senior citizens and sponsorship of youth athletic teams. The associations also have their own fund-raising events and disburse these funds for any purpose approved by the organization.

#### **Residents Always Consulted**

MDHA relies heavily on resident associations for advice and consent in proposing policy changes affecting tenants. Proposed changes are mailed to association officers at the same time the proposals are posted in the project offices. The recommendations are also placed on the agenda of association meetings and many are discussed at Council of Presidents meetings. Tenants—individually or collectively—are encouraged to respond and every response is answered.

For more than a year, two resident association presidents (on a rotating basis) have been specially invited to attend biweekly meetings of the Board of Commissioners. Transportation is provided to the meetings and the residents are recognized and given the opportunity to make comments.

Residents are asked to establish priorities for improvements in their housing development through the resident association. Begun originally as a HUD requirement for budgeting modernization funds, resident input has been extended to other budget items. Each association is being currently asked to establish priorities in anticipation of future modernization funding.

MDHA policy also requires that outside services (such as a community center or health clinic) be approved by the resident association before locating in project facilities.

Resident leaders indicate that MDHA's expressions of support and good faith are largely responsible for the effectiveness of the resident

organizations. Margaret Bone, former president of the Vine Hill association, says that an atmosphere of mutual trust has developed between residents and management. "You feel at liberty to speak your mind and you feel that MDHA will listen."

"Anytime we call on them about a problem, they listen to us and they come out to talk to us about it if we ask," says Minnie Howard, a resident leader at J.H. Hale Homes, where she has lived for 25 years. Both Herrington and Phillips emphasize that MDHA policy demands a prompt response to every tenant request. "Every call is returned, every letter is answered, and every request for a staff presence is honored," says Phillips.

Positive benefits growing out of this cooperative climate have contributed to (1) tenant satisfaction, (2) management success, and (3) community betterment.

#### **Tenant Organizations Pay Off**

One of the most evident benefits is the fostering of better fellowship among residents. David Morton, MDHA's first community organization coordinator, says tenant organization activities provide the occasion for residents to get acquainted with their neighbors. "Once they get to know each other, they begin to care for each other and learn how to work together."

Morton recalls the woman who had little contact with other residents and was very suspicious of her neighbors prior to involvement with resident activities. "As she became active in association work, she came to a new appreciation of her neighbors and eventually headed the Sunshine Committee, which sends expressions of cheer to the sick or bereaved."

The security check system used in highrise buildings has been a natural outgrowth of this increased awareness and concern for each other, Morton says. The system uses floor captains to make daily contact with elderly residents.

A "Reaching Out" choir was recently organized among residents of



various housing communities to sing at churches and community-wide functions. Rande Rogers, MDHA's current community organization coordinator who helped organize the group, says that the choir currently has about 65 members representing eight or ten developments.

Participation in resident organizations also contributes to personal growth and provides a leadership resource for the larger community.

Residents leaders and MDHA personnel agree that tenant organizations have contributed greatly to tenant-management relations. The result has been greater resident satisfaction and considerable support in achieving management goals.

"Before we had resident associations, about the only contact I had with management was when I paid the rent," says a long-time resident of a family project.

Rogers says that tenant organizations give residents the opportunity to deal with management on neutral ground. "Collectively, as in association meetings, residents feel more secure in talking with management about their problems."

Resident after resident states that tenant activities have given him a new understanding and appreciation for the problems and complexities—particularly financial limitations—faced by management in administering and maintaining the housing developments.

"I used to think I should be able to call up the housing director and tell him I needed a new stove and expect it to be delivered the next day. I now understand why that is not possible," says a 23-year veteran of MDHA housing.

The various forums provided by resident associations provide management with vitally needed information for forming budgets, mapping work programs, and setting goals. For example, in surveying residents, it became very apparent that security and safety were the number one concerns of tenants. "This knowledge made us determined to work harder to improve security and to enlist resi-

dents' help with this objective," says Phillips.

Established communication lines also make it easier for residents to make their wishes known about practices or policies that will make their homes more livable. Rogers recalls that residents expressed an interest in painting their apartments between maintenance painting cycles if paint could be furnished and guidelines established. After some discussion, agreement was reached concerning proper paint application and restriction of colors.

The encouragement of free expression on the part of tenants often provides a boost to staff morale. Some resident organizations hold special recognition events for managers, maintenance personnel, social workers or other staff members whom they feel are rendering outstanding service to residents.

Resident associations have sponsored an endless variety of worthwhile programs and projects enriching the lives of residents. These activities are as diverse as the residents themselves: athletic teams, grounds clean-up campaigns, fashion shows, dances, Gospel sings, health and consumer oriented programs, police protection and security, youth recognition banquets, outdoor film programs, field trips, fairs and rummage sales. Some events are fund-raising occasions. Other activities are financed by funds allotted by the Agency.

The most tangible contributions of Nashville's tenant organizations are probably their role in fostering constructive changes and bringing new or improved services to housing communities. MDHA officials credit resident groups with securing many services which would otherwise not be available at this time.

The persistence of resident leaders is believed to be responsible for the rewiring of three projects whose obsolete wiring could not support even an air conditioning unit. In addition to agency efforts, residents wrote letters to their congressmen insisting that rewiring be authorized. When MDHA's modernization pro-

gram was approved, HUD had earmarked funds for rewiring.

Resident groups are also given most of the credit for the recent assignment of additional policemen at six of the agency's largest family developments. Residents made repeated contacts with the Mayor's Office and the Chief of Police until branch police stations were established and walking patrolmen were assigned.

At various developments, resident associations have been instrumental in securing improved bus service, Meals on Wheels for the elderly, added recreation service, and placement of signal lights at dangerous crossings. One association helped secure a swimming pool in a nearby community center and another resident group was instrumental in getting a health clinic restored.

"Along with our accomplishments, we still have some problems," says Phillips, who emphasizes that there is a high price to be paid for continuing success with tenant organizations. He adds:

"A great deal of staff effort is required to properly support resident associations, including considerable time after normal working hours. Apathy among residents is an ever-present enemy and maintaining interest and attendance in association activities requires constant attention, particularly in large family developments."

"An open door policy toward residents requires time and patience," acknowledges Herrington, "but we feel that our commitment to tenant organizations has been well repaid. In fact I can't visualize carrying out a housing program without a partnership with resident associations."

"Our experience in Nashville has convinced me," Phillips adds, "that developing strong resident associations is just as important as developing a strong management staff." □

*Mr. Ray is Public Information Officer, Metropolitan Development and Housing Agency, Nashville, Tennessee.*

# A Unique Health Program for the Elderly

by Robert M. Briem

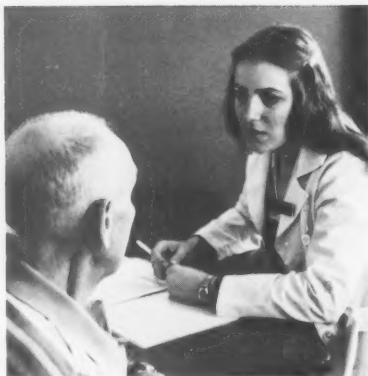
A unique health program has been initiated in the HUD high-rise senior citizens' housing complex in Salt Lake City, Utah. This project, which is sponsored by the Rocky Mountain Gerontology Center (RMGC), was made possible through an Intermountain Regional Medical Program grant.

The project's major focus is the operation of a Health Screening Center. Free screening services are provided to all senior adults in Salt Lake County, irrespective of their economic status. Services include such things as hypertension, basic hearing and vision screening, physical assessments, drug education and consultation, and consultation as it relates to physical therapy and proper nutrition.

The Center is staffed by faculty-supervised senior and graduate students from a wide variety of health disciplines. Presently these include: nursing, pharmacy, medical dietetics and physical therapy. In the near future, social work, occupational therapy, dental hygiene and recreational therapy will be added. Faculty and students participating in the project came from the Rocky Mountain Gerontology Consortium institutions of Brigham Young University, University of Utah, Utah State University and Weber State College. All students provide screening and associated program services as part of their clinical rotation, practicum or field placement.

This unique interdisciplinary approach in providing health screening services is exciting and affords senior citizens many services that might not otherwise be available.

The Center has no diagnostic or treatment capability, but instead, is designed to monitor client health and



All senior adults living in Salt Lake County—regardless of income—are welcomed at the Health Screening Center.

provide health education. This is accomplished through periodic check-ups and client consultation. If a possible problem is detected, the client is referred to his or her physician for further medical evaluation. If a client needs to see a physician but does not have a doctor, the Center assists the

client in securing one. This is accomplished by selecting available physicians from the Center's physician referral list. Referral lists for other health professionals and community service agencies are also available.

Because the project's approach is preventive in nature, a considerable amount of time is spent in client education. Several health education courses are sponsored. The first is a free 24-hour medical self-help course. This popular class, which is taught by a registered nurse, has been specifically designed to address such chronic health concerns of the aged as hypertension, diabetes, stroke, foot disorders, arthritis and many others. The goal is to help seniors become "activated patients" in the sense that they will readily recognize symptoms that need prompt attention.

First aid instruction is also provided. A 14-hour course in basic first aid techniques is taught by the Salt Lake Chapter of the American Red Cross. This course, as with the medical self-help class, is open to the entire senior adult community.

Aside from the regular project activities, several other health related endeavors are sponsored. The Center has provided a series of mini-nutrition classes that are geared to specific concerns the elderly have regarding dietary and nutritional needs. A free podiatry screening clinic has also been held for senior citizens who wish to have professional consultation regarding particular foot problems they were experiencing. Podiatrists from the community volunteered their time to examine feet and recommend to those who attended the clinic what should be done to treat foot disorders.

All in all, the Center and its associated programs have been enthusiastically received by the senior adult community. Although the Center has been operational for only three months, more and more seniors are availing themselves of its many and varied health related services. □

*Mr. Briem is Director of the Health Screening Center, Salt Lake City, Utah.*



"Life is not simple, and solutions to the problems of life are not lurking in the slogans treated as programs. The demand for "something new" is really little more than the expression of a wish for simple answers and new slogans. No fairy godmother, not this HUD Secretary, and not even the President can provide simple solutions, and this the President knows.

"This is why we must have your understanding, help and support for the development of an urban policy and program that deals with complexity, is directed to the reality of the diversity of urban needs, and allows the Federal Government to encourage and support need where it is and as it is. There is nothing wrong, inherently or theoretically, with addressing complex problems with a variety of approaches and tools.

"No broad spectrum antibiotic for urban ills has been found and let us remember that economic development is not the penicillin for urban decay, if at the same time there are no hospitals, no low-cost housing and no decent transportation. That one agency can deal with all of these issues is too absurd to suggest, but that each can have the tools it needs to secure the benefits it is established to provide is a goal that is part of urban policy coordination."

—Patricia Roberts Harris, HUD Secretary,  
National Urban Coalition Tenth Anniversary,  
Washington, D.C., January 31, 1978

"If we are to improve the quality of life in America's cities, we must find ways to give urban neighborhoods something like the stability of community life that characterizes rural and small town America.

"To accomplish this we must be very mindful of the potentially disruptive effect of economic and technological development and we must be conscious of the Federal Government's role in this process.

"We cannot let national economic growth be controlled exclusively by short-run competitive considerations that have often helped destroy the stability of our urban life. We cannot let the government, through inadvertent actions, reinforce the trends which divide urban America. Otherwise, balanced growth is impossible and the large social and economic costs resulting from the decline of places like Newark, South Bronx, and Detroit will repeat themselves again in Houston, Phoenix and Dallas in the coming years."

—Patricia Robert Harris, HUD Secretary,  
White House Conference on Balanced National Growth  
and Economic Development, Washington, D.C.  
February 1, 1978

"And our record this year? I think we can be proud of our accomplishments. In Section 8, the starts are up, the reservations are up, and I think we can sustain the pace. We have taken a number of administrative steps to do so. We have made a first attempt—not the ultimate answer but surely a beginning—to coordinating the processing of Section 8 and FHA insurance. We have made processing teams available to offices in many of your cities—offices with severe backlogs—and once our field realignment is complete, we will be able to provide technical assistance more effectively, on a continuing basis. But, as I am sure you will agree, in an attempt to be both equitable and sensitive to local planning considerations, Section 8 has become one of the most complex programs ever administered by this Department."

—Lawrence B. Simons, HUD Assistant Secretary  
for Housing, Federal Housing Commissioner,  
National League of Cities Congressional—  
City Conference, Washington, D.C.,  
March 6, 1978

"In every region of the country there are successful examples of the adaptive re-use of existing buildings. The biggest obstacle such efforts have to overcome is often the lack of availability of financing. One reason for this may be that lenders have assumed, perhaps simplistically, that rentals in recycled structures will be lower than rentals in competitive new construction. And obviously if low cash flow projections are used it is difficult to justify a loan. It is essential, then, that lenders focus on the true economic potential of each project."

—John C. Opperman,  
writing in Mortgage Banker  
March 1978

"While many cities are losing manufacturing jobs, many are experiencing gains in government, finance, and service sector employment. Nationally, this shift has been dramatic. Since 1965, government, finance, and service sector jobs have accounted for 70 percent of the total increase in employment, a change which increased the distributive share of these jobs from 37 percent to 43 percent of total non-agricultural jobs."

—Harold S. Jensen, President  
The Urban Land Institute  
Speaking at the Conference on Transportation  
and Land Development, sponsored by the  
Transportation Research Board, Urban Mass  
Transportation Administration

# Cities and the Environment

by Patricia Roberts Harris  
*Secretary, Housing and Urban  
Development*

This article was reprinted from *EPA Journal*, February 1978.

January 1, 1978 marked the eighth anniversary of the signing of the National Environmental Policy Act. I think we can be proud of what we have accomplished so far. We have done much to lower intolerable levels of pollution throughout the country and we are moving ahead in our efforts to prevent pollution through adequate consideration of the consequences of our actions before, rather than after, they occur. We are also moving ahead, albeit slowly, toward our goal of actively creating for future generations a better environment than that we ourselves inhabit.

These are important accomplishments. Much remains to be done, however, particularly with respect to our urban environment. Today three-quarters of our population live in our cities, towns or other urban areas. It is here that most pollution is generated and where its impact is greatest. The need to ameliorate the

congestion, noise, air, design and other environmental problems that afflict this majority of our citizens is an urgent one.

The Department of Housing and Urban Development is particularly conscious of this need. It has a statutory responsibility, under the Housing Act of 1949, to ensure a "decent home and a suitable living environment" for all Americans. Its mission is the active shaping of a high quality urban environment. Its environmental concerns, thus both precede and extend beyond the review requirements of NEPA.

Four walls, a roof and a floor do not make a home. Even a "decent home" in an overcrowded, run-down or derelict neighborhood will soon match its neighbors unless an effort is made to up-grade the whole neighborhood, not just by rehabilitating or building new houses but by improving its infrastructure and its social environment. It has become increasingly clear that each of our efforts to improve our living environment affects other efforts as well as the total urban environment, and that we must fully consider the related, aggregate effect of the projects we support on the physical, economic and social resources of individuals and communities, and on their future as well as present life.

It is for these reasons that we insist that the impact of the social, economic, cultural, aesthetic and physical effects of the projects we support must be carefully evaluated. It is why we insist that proposed programs must be considered in relation to the surrounding environment, and not just to the particular area or condition they are intended to improve. It is why we attempt to ensure that sources of pollution are controlled; that there is a balance between pollution generation and pollution treatment; and that equitable standards for development are produced and used with due regard for the capacity of natural and man-made systems.

Our interest is to ensure that the impacts of development, both bene-

ficial and detrimental, are distributed fairly within the community. The poor, as well as the more affluent, should have equality of access to the amenities of the built environment. This means not only parks and playgrounds, but the opportunity for gainful employment as well.

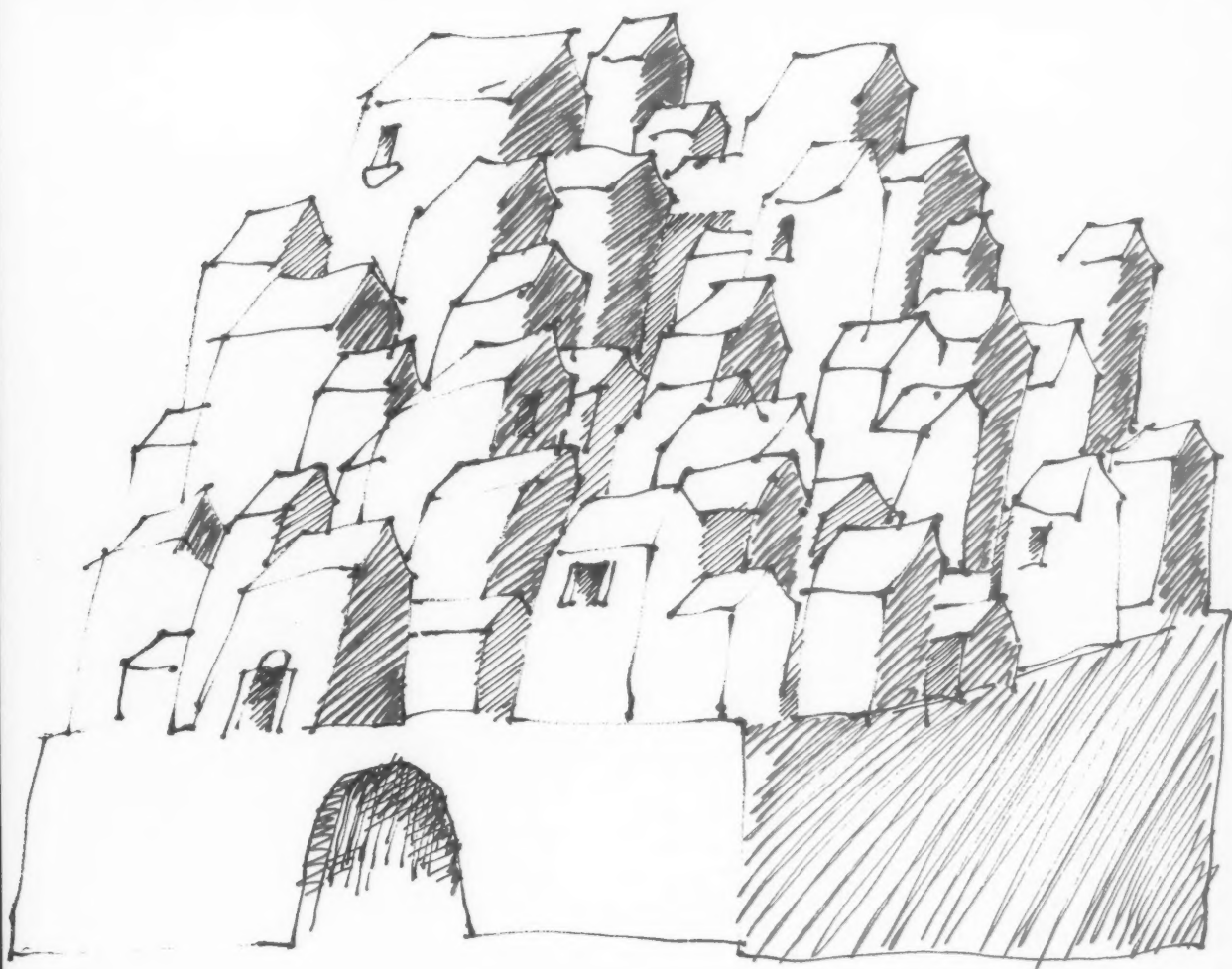
The coming together of people into villages and towns, cities and metropolitan areas creates many opportunities, and many problems. The primary problem is how to establish an environment in which people can dwell, work, play and interact to the mutual benefit of both and to that of society. For it is the environment we create within our communities that becomes a magnet and a shaper of the growth of both the individual and his community.

Our inner cities, which are the most congested of our urban areas and where all aspects of the environment are most in need of improvement, last year had an aggregate unemployment rate of 9.2 percent. For their black youth, the unemployment rate last summer stood at 40 percent. Employment, education and other social needs are integral factors in any effort to provide a decent environment for the inhabitants of our urban areas. We must give these needs the same emphasis as the objective of preventing the inhabitants of HUD-supported projects from being exposed to excessive noise, inside or outside the building; for ensuring that the quality of the air they breathe is adequate; and that they are not exposed to toxic chemicals and hazardous materials.

We have already taken steps to revise some of our programs and to institute new ones in order to integrate environmental concerns. For example, the Community Development Block Grant Program enacted into law in 1974 has made a number of changes in the way the Federal Government assists localities in renewal, rehabilitation and conservation efforts by replacing several individual Federal grant programs with a single grant program. Perhaps the most significant change involves







the transfer of decisionmaking powers, including that for assessing the environmental consequences of major projects, from Washington to local governments. This linkage of environmental assessment to local decisionmaking means that environmental concerns are given full consideration by local officials as they determine how the grants will be used.

We are working now on improving local environmental assessment capabilities. Environmental goals and the assessment of natural and man-made environmental conditions have been

added to the Department's Comprehensive Planning Assistance (701) Program. All plans drawn up under this program that affect development must now be evaluated for their environmental as well as other implications and the result made available to the public before action is taken.

Urban development, particularly residential development, often requires more detailed guidance than that contained in national criteria and standards related to pollution sources. This is true with respect to air quality, noise, surface subsidence and the siting of housing in relation to

hazardous areas, among other problems. The Department's research program has an active environmental component, which has carried out a number of studies of urban noise, for which we have developed criteria and standards which must be applied to HUD-assisted projects. Other areas of research concern include total energy systems, radiation from the use of uranium mill tailings, and the reduction of earthquake hazards.

We have prepared a comprehensive guidance manual on the integration of environmental considerations in the comprehensive planning process

to assist planning agencies in ensuring that policies, plans and programs are responsive to environmental concerns. This guidance is being circulated for comment and suggested revisions before a final edition is published. We also have a new project, of interest to those engaged in environmental assessment. It is to test the feasibility of adapting the computerized environmental data system and computer methodology developed at the Rice Center for Community Design and Research in the preparation of HUD environmental assessments and environmental impact statements (EIS). If the Center's data and methodology can be adapted as a basic system for all HUD regions, it would greatly reduce the existing overlap and duplication in drafting EIS's for different projects in the same area. We have sought the advice of EPA and other agencies in evaluating this system.

As our vision has broadened, so has our responsibility. We are currently spearheading the development of an areawide environmental impact statement. This is a new concept and we have just started to test its feasibility and usefulness. Its focus is on the environmental implications of growth and the combined impact of planned development. It will concentrate on major growth-related issues such as air pollution and drainage, land use, natural systems, infrastructure requirements, and the environmental criteria and performance standards to be applied to individual developments. Its aim is to develop a methodology for integrating environmental factors into the planning and decisionmaking processes on a broader and more efficient basis.

President Carter listed the rehabilitation of cities among the "environmental measures whose time has come" in his 1977 Environmental Message. Last June, Secretary of State Vance, noting the adverse effect on cities of major world-wide issues such as energy, unemployment, finance, and trade, pointed out the need to better understand the impact

of the interaction of domestic and international trends on our cities and suggested that the Organization for Economic Cooperation and Development (OECD), which is composed of the industrialized market-economy countries, establish an ad hoc group to formulate an OECD program on urban concerns. The OECD's Environment Committee has scheduled a major 1979 project on the urban environment and economic development which will study their relationship and, hopefully, will lead to constructive policy recommendations.

Indeed, there has been an increasing recognition not only in government of the interrelationship of environmental concerns and the importance of the urban environment in this respect. The Sierra Club's president, J. William Futrell, has warned environmentalists that "the future of places like Yellowstone Park is going to depend on the future of places like Watts and Harlem."

At the President's direction, my Department is expanding its urban homesteading program which has been shifted from a demonstration to an operating program. The program is designed to transfer properties HUD has acquired to communities which then transfer the property to individuals who buy it at token cost and guarantee to bring it up to local code standards, after which they are given full title. The Congress recently approved a second program aimed at improving the urban environment, through urban development action grants. This program is funded at \$400 million and is aimed at assisting severely distressed cities and urban counties in combating physical deterioration and economic decline, generating employment and tax revenues, and reclaiming neighborhoods with excessive housing abandonment.

President Carter recently established a Cabinet-level Urban and Regional Policy Group, which I chair. We have delineated a number of recommendations for the President's consideration that we believe could assist us in helping our cities to cope

with their problems and to make them more attractive and healthy places to live.

Many of our cities are faced with economic disparities between resources and services, a flight of capital investment to outlying sectors or more promising urban areas, a decreasing tax base and mismatches between the labor force and employment opportunities. The administrative capability of local government has not always kept pace with geographic spread and the increasing complexity and interdependence of urban problems. The financial burden of sustaining urban systems is all too commonly nearing the breaking point. The poor and disadvantaged who live in blighted and decaying areas become increasingly isolated socially and distrustful of government effectiveness in bettering their lot.

This clearly is not a suitable living environment. There also are the costs in energy and loss of agricultural land brought about by rapidly increasing suburban sprawl, and the danger to the health and spirit of the urban resident from congestion, noise, poor air quality, inadequate living quarters and loss of human scale so often found in larger cities.

The viability of an urban area depends increasingly on the interaction of its physical structure, its economic activity, its social mix and stability, its political power, and its ability to deal with environmental problems in the broadest sense. Improved coordination on the Federal level must be characterized by an understanding of this interdependence and an understanding that the time has come to view the city and its suburbs as one entity. We must do this if we are to overcome the local political fragmentation and institutional isolation that have had such a deleterious effect on our efforts in the past. Only then will we be able to move ahead toward our national goal of a suitable living environment for all Americans. We at HUD look forward to working with EPA as partners in this urgent and most necessary effort. □



### Low-Income Housing Programs

The U.S. Housing Act of 1937 established a program of low-income (public) housing designed for families who could not afford decent, safe and sanitary housing. At least 20 percent of the dwelling units in any approved project under the program must be occupied by very low-income families. As of December 31, 1977, a total of 1,308,737 multifamily units had been approved under the program. During the past 10 years, 1968-1977, some 500,056 units have been approved. Although 8,115 units of public housing were started in FY 1977, 25,000 unit starts are projected during the current fiscal year.

Public housing projects are owned and operated by local Public Housing Agencies (PHA's) with permanent financing guaranteed through annual contributions contracts with HUD. As of September 30, 1977 the amount of annual contributions paid to PHA's since 1937 was estimated at \$10.5 billion. This sum includes debt service financing and the payment of special subsidies for operating expenses, leased housing and other purposes.

During the year ending September 30, 1977, 139,667 families moved into public housing projects. These families had an average annual income of \$3,651 and their monthly rents averaged \$61.91. In terms of racial mix, black and white families each accounted for 44 percent of occupant families, Spanish American families for 10 percent, and the remaining 2 percent included American Indians, Orientals and other minorities. Approximately one-third of these families were elderly families. Elderly families were poorer, with an average annual income of \$2,971, and paid less rent, an average of \$54.21 monthly.

The Program requires that families be reexamined annually for continued occupancy in terms of continuing to meet the income limits. A total of 611,110 families were reexamined for continued occupancy during the twelve months ending September 30, 1977. The average annual income of these tenant families was \$3,691 and they paid monthly rents averaging \$63.03.

The United States Housing Act of 1937, as amended, provides for financial and technical assistance to Indian Housing Authorities (IHA's) to plan, build, own, and operate low-income housing projects. The Indian program encompassed a total of 35,030 units, as of December 31, 1976. Of the 19,260 occupied units, about 49 percent were new construction where the IHA hired a contractor to proceed with a construction program approved by HUD (Conventional program) or where a private builder constructed the units and sold them to an IHA (Turnkey). The Mutual Help programs, where low-income families provide labor and materials and perform their own maintenance with the objective of homeownership, accounted for 48 percent of the units. Leased and acquired units made up the remaining 3 percent.

The Housing and Community Development Act of 1974 amended the U.S. Housing Act of 1937 to add the Section 8 program for Lower-Income Housing Assistance. This program is now the major HUD program for providing federally-assisted rental housing. HUD enters into annual contributions contracts with PHA's which are engaged in the development and operation of lower income housing. The PHA's, in turn, enter into contracts to make assistance payments to owners of existing, rehabilitated, or newly constructed units which will be made available for occupancy by lower income families. As of December 31, 1977, a total of 357,774 units were provided under Section 8. Of this total, 327,797 were existing units.

*—Robert Ryan  
HUD Office of Management Information*

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